

**CALIFORNIA COASTAL COMMISSION**

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# Tu 11c

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## **STAFF REPORT REGULAR CALENDAR**

**APPLICATION FILE NO.:** **E-00-1**

**APPLICANTS:** **Southern California Edison Company and San Diego Gas and Electric Company**

**PROJECT DESCRIPTION:** Demolition and removal of the San Onofre Nuclear Generating Station (SONGS) Unit 1 buildings and other structures (e.g., reactor vessel, containment sphere) and construction of temporary used fuel storage facility

**PROJECT LOCATION:** 5000 Pacific Coast Highway (unincorporated San Diego County). (**Exhibit 1**)

**SUBSTANTIVE FILE  
DOCUMENTS:** See Appendix B

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## **Synopsis**

### **Project Location and Description**

The Southern California Edison Company and San Diego Gas and Electric Company (hereinafter, applicants) propose to demolish and remove the San Onofre Nuclear Generating Station Unit 1 (SONGS 1) onshore buildings and structures and construct a temporary used nuclear fuel storage facility as part of the SONGS 1 decommissioning project. SONGS 1, located in an unincorporated portion of northern San Diego County, operated as a 450 megawatt commercial nuclear power plant from 1968-1992, shutting down permanently on November 30,

1992 because of profitability concerns. It was constructed on approximately 12 acres of land leased from the U.S. Marine Corp Base, Camp Pendleton.

### **Background**

Federal regulation (10 CFR 50.51(b)) requires a licensee to decommission a nuclear facility that has permanently ceased operations. However, the applicants are required to remove all SONGS 1 buildings and other structures pursuant to the Grant of Easement from the U.S. Government. The U.S. Nuclear Regulatory Commission has sole jurisdiction over the licensing regulation of nuclear power plants, including radioactive hazards and safety issues. **Decommissioning activities involving radioactive materials are also governed by federal regulation and similarly are precluded from state law and regulation.** The applicants will control and monitor radioactive releases from SONGS Unit 1 during decommissioning using the same programs and procedures implemented during the commercial operation of the plant. Radioactive waste removed as a result of decommissioning activities will be handled, treated, and disposed of consistent with NRC regulations and the SONGS 1 NRC license.

### **Coastal Act Issues**

Because the proposed project will take place on an existing, industrial site currently occupied by SONGS 1, no on-site biological resources exist. Potential demolition-related noise and light impacts to nearby environmentally sensitive habitat areas will be avoided. All relevant waste discharge (NPDES) and air quality permits have or will be obtained through the San Diego Regional Water Quality Control Board and San Diego County Air Pollution Control District, respectively. **Special Conditions 1 and 3** require the applicants to submit copies of such permits thirty days after receipt to the Executive Director of the California Coastal Commission.

Recreation on and public access to the adjacent San Onofre State Beach will not be restricted during project operations. However, due to potential access concerns of recreational beach users **Special Condition 2** requires the applicants to notify the Superintendent of the California Department of Parks and Recreation, Orange Coast District, and the Executive Director of the California Coastal Commission 30 days prior to the transport of the reactor vessel.

During the removal of the sphere enclosure building and other buildings, a crane will be visible from all off-site locations for no more than three months, temporarily impacting coastal views. However, at the end of the proposed project, most SONGS 1 buildings will be demolished, resulting in restored coastal views.

## **1.0 STAFF RECOMMENDATION**

### **Approval with Conditions**

The staff recommends conditional approval of the permit application.

### **Motion:**

I move that the Commission approve Coastal Development Permit Application No. E-00-1, subject to the conditions specified in the staff recommendation dated January 27, 2000.

The staff recommends a YES vote. To pass the motion, a majority vote of the Commissioners present is required. Approval of the motion will result in the adoption of the following resolution and findings.

**Resolution:**

The Commission hereby **grants** permit E-00-001, subject to the conditions specified below, on the grounds that (1) as conditioned, the development will conform with the provisions of Chapter 3 of the California Coastal Act and (2) will not cause any significant adverse environmental impacts within the meaning of the California Environmental Quality Act.

## **2.0 STANDARD CONDITIONS**

See Appendix B.

## **3.0 SPECIAL CONDITIONS**

The Commission grants this permit subject to the following special conditions:

1. **Submittal of San Diego Regional Water Quality Control Board (RWQCB) permits.** Prior to commencement of work, Southern California Edison and San Diego Gas and Electric shall submit to the Executive Director of the California Coastal Commission a copy of an approved National Pollution Discharge Elimination System permit for SONGS Unit 1 from the San Diego Regional Water Quality Control Board under Section 402 of the Federal Clean Water Act. The applicants shall also submit an approved dewatering permit 30 days after receipt from the RWQCB.
2. **Reactor Vessel Transport Notification.** Thirty days prior to the transport of the SONGS 1 reactor vessel, the applicants shall provide notice to the District Superintendent of the California Department of Parks and Recreation, Orange Coast District, and to the Executive Director of the California Coastal Commission.
3. **Submittal of San Diego County Air Pollution Control District permits.** Thirty days after receipt of each air quality permit or California registration obtained from the San Diego County Air Pollution Control District for project-related construction or demolition equipment or from vendors/contractors supplying such permitted equipment, the applicants shall submit a copy to the Executive Director of the California Coastal Commission.

## 4.0 FINDINGS AND DECLARATIONS

The Commission finds and declares as follows:

### 4.1 PROJECT DESCRIPTION

#### 4.1.1 Project Location

The San Onofre Nuclear Generating Station (SONGS) is located in an unincorporated area of northern San Diego County on the United States Marine Corps Base, Camp Pendleton (**Exhibit 2**).

#### 4.1.2 Background/History

Unit 1 of SONGS operated as a 450 megawatt commercial nuclear power plant from 1968-1992, shutting down permanently on November 30, 1992 because of profitability concerns. It was constructed on approximately 12 acres of land leased from the U.S. Marine Corp Base, Camp Pendleton. Two other generating units, SONGS Units 2 and 3, are located adjacent to and immediately south of Unit 1, and are still operational<sup>1</sup>. The entire SONGS site covers approximately 73 acres.

A power plant that uses radioisotopes in the production of energy is required to comply with the federal Atomic Energy Act (Act) (42 U.S.C. Sect. 2011). The Nuclear Regulatory Commission (NRC) was created to issue operating licenses under the Act and to enforce the requirements of the Act and a plant's operating license. Federal regulations (e.g., 10 CFR Parts 20 and 50) also govern the management, discharge, and disposal of radioactive materials from a nuclear power plant. **The State of California is preempted from imposing upon the operators any regulatory requirements concerning radiation hazards and nuclear safety.** In Pacific Gas and Electric Company v. State Energy Commission, 461 U.S. 190, 103 S.Ct. 1713 (1983), the U.S. Supreme Court held that the federal government has preempted the entire field of "radiological safety aspects involved in the construction and operation of a nuclear plant, but that the states retain their traditional responsibility in the field of regulating electrical utilities for determining questions of need, reliability, cost" etc.

Decommissioning activities involving radioactive materials are also governed by federal regulation and similarly are precluded from state law and regulation. The applicants will control and monitor radioactive releases from SONGS Unit 1 during decommissioning using the same programs and procedures implemented during the commercial operation of the plant. Radioactive waste removed as a result of decommissioning activities will be handled, transported, treated, and disposed of consistent with NRC regulations.

#### 4.1.3 Project Purpose

Nuclear Regulatory Commission regulations (10 CFR 50.51(b)) require a licensee to decommission a nuclear facility that has permanently ceased operations. SONGS Unit 1 shut down

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<sup>1</sup> Units 2 and 3 are planned for decommissioning beginning in 2013.

in November 1992. The applicants submit that they are proceeding with decommissioning of Unit 1 at this time--as opposed to waiting until 2013 when Units 2 and 3 decommissioning commences--in order to expedite the removal and disposal of low level radioactive materials generated during 25 years of Unit 1 operation. Moreover, the applicants state that "Decommissioning now will be cost-effective for customers based on proven decommissioning technologies, and will use an available, experienced SONGS 1 workforce." The entire proposed project will take approximately six years.

The above mandate is solely relevant to the decontamination of the site and not to the removal of the buildings. The applicants are required to remove all SONGS 1 buildings and other structures pursuant to the Grant of Easement from the U.S. Government (Department of Navy, Camp Pendleton) recorded on March 12, 1964. The applicants are not, however, according to the easement, required to "restore any natural material cut or filled in the necessary excavation and grading of the Premises." The applicants do not intend to return the SONGS 1 land area to the Department of Navy, the site owner, until after 2020, when all three units are decommissioned and all NRC licenses are terminated.

In addition to the demolition of Unit 1 buildings and other structures, the proposed project involves the construction of a temporary used fuel storage facility. Fuel currently stored in water-filled pools will be placed in sealed, NRC-approved containers until the U.S. Department of Energy (DOE), under obligation pursuant to the Nuclear Waste Policy Act of 1982, accepts the fuel for final disposal at a federal repository. According to the applicants, the DOE does not expect to start accepting SONGS 1 fuel until 2020 at the earliest. Until then, the applicants are required by NRC regulations to safely monitor and maintain the SONGS 1 fuel on-site. The applicants maintain that the proposed temporary fuel storage facility meets this requirement and is a more environmentally benign method of storing the fuel than the present water-filled pool based system.

#### **4.1.4 Building Demolition**

SONGS Unit 1 buildings and other structures proposed for demolition are currently located on the northern portion of the entire SONGS site (**Exhibit 3**). The Unit 1 project area comprises approximately 12 acres and is enclosed by a secured, perimeter fence. The following buildings and structures are proposed for demolition: diesel generator building, control administration building, sphere enclosure building, containment sphere, turbine building, radioactive waste building, radioactive waste packaging building, health physics building, maintenance building, and spent fuel pool structure (**Exhibit 4**). The following major radioactive components will be removed: reactor vessel and internals, pressurizer, three steam generators, reactor coolant system, and large bore piping. These radioactive components and other radioactive waste will be transported to and disposed of at a licensed low-level radioactive waste facility.

The following is a general sequence of non-radioactive-related work activities associated with decommissioning and demolition:

- Electrical and water sources supporting internal equipment (e.g., fluid system piping; electrical distribution panels, conduit and wiring, valves, pumps, motors) isolated and removed;
- Asbestos abatement and removal;

- Building, structure, and large component demolition and removal;
- Disposal and shipment of all materials;

A schedule of building demolition dates and duration is enclosed (**Exhibit 5**).

Most buildings that will be demolished are constructed of heavily reinforced concrete. In order to minimize noise and debris, non-explosive demolition techniques such as concrete sawing, robotic hammering, and air torch cutting methods will be employed. Backhoes and payloaders will be utilized to remove the debris and heavy building components.

Prior to the removal of the SONGS 1 turbine building shell, asbestos will be removed from the coating. All applicable permits and notices have been applied for with the San Diego Air Pollution Control District. All other asbestos coating/insulation removal work (e.g., around electrical conduits) will be performed under an existing APCD permit.

Two diesel fuel underground storage tanks will also be removed as a part of the project and as a condition to a tank closure plan approved by the San Diego County Hazardous Materials Management Division. The tanks supplied fuel to emergency diesel generators for SONGS 1. They will be removed consistent with county regulation and oversight.

The majority of project-related work is planned for day light hours. Some nighttime work (not anticipated to be more than 5% of all project work) could occur.

#### **4.1.5 Temporary Used Fuel Storage Facility**

The construction of a temporary used fuel storage facility is proposed as a part of the project. As stated above, until the U.S. Department of Energy accepts SONGS 1 used fuel for final disposal at a federal repository (not expected until 2020) the applicants are required by NRC regulations to safely store and maintain it. The storage facility is proposed to be constructed within the existing, developed SONGS 1 site (**Exhibit 6**). The used fuel will be placed in sealed containers and subsequently set inside reinforced concrete modules (**Exhibit 7**). The modules then will be situated on a concrete, steel-reinforced pad that will, according to the applicants, be designed and constructed in accordance with the SONGS 1 NRC license. The applicants are proposing to construct the 4067 sq. ft., 38 feet high fuel storage facility in November 2002.

#### **4.1.6 Buildings to Remain On-Site**

The existing sewage treatment plant on the SONGS 1 site and associated offshore circulating water conduits will not be demolished. This plant supports the entire SONGS site and discharges through the SONGS 1 offshore conduits. It will continue to operate until at least 2020, when Units 2 and 3 are expected to be decommissioned. The applicants have indicated that after 2005, discharges from the sewage treatment plant may be diverted from the SONGS 1 conduits to the SONGS 2 conduit, an action likely requiring a separate coastal development permit.

#### **4.1.7 Transport of Demolished and Other Materials**

The applicants have proposed truck and rail shipments to remove approximately 400,000 cubic feet of material associated with the project. They have estimated that, over the course of the six-

year project, an average of 12 trucks per week will be used to transport demolished materials to licensed disposal facilities or licensed waste processing and treatment vendors. Using a California Highway Patrol statistic of approximately 1.8 million trucks passing the project site on Interstate 5 during 1998, the applicants calculated a 0.03% annual increase in truck traffic from project-related shipments.

The applicants also propose to transport larger project materials, specifically the SONGS 1 reactor vessel, 3 steam generators, and a pressurizer, by rail. The reactor vessel will be placed within a steel-shipping container, pursuant to U.S. Department of Transportation standards and transported by a multi-wheeled ground transporter--using approximately 150 yards of a public access road--to a commercial rail line for transportation to a Camp Pendleton railway switchyard. Using a train specifically devoted to the transport of the reactor vessel, the train speed will not exceed 15 mph. At the switchyard, the vessel will be transferred by ground transporter to the Camp Pendleton Oceanside Harbor facility, where it would be eventually barged to a licensed disposal facility. All relevant NRC and U.S. Department of Transportation regulations and Camp Pendleton directives will be complied with during vessel transport.<sup>2</sup>

From the SONGS 1 project area to the Oceanside Harbor, the reactor vessel transport is expected to take 4-6 hours and will be scheduled at night to avoid disruption of normal rail traffic. No public roadways or highways will be closed or restricted. Moreover, public access to the San Onofre State Beach will not be restricted during vessel transport. The applicant estimates that vessel shipment will occur during the first half of the year in the period from 2001 to 2003.<sup>3</sup>

## **4.2 Other Agency Approvals**

### **4.2.1 U.S. Nuclear Regulatory Commission**

The U.S. Nuclear Regulatory Commission (NRC) has three principal regulatory functions: (1) establish standards and regulations, (2) issue licenses for nuclear facilities and users of nuclear materials, and (3) inspect facilities and users of nuclear materials to ensure compliance with the requirements. All SONGS Unit 1 decommissioning activities are authorized and governed by the existing SONGS Unit 1 operating license. The applicants are required to manage, treat, and dispose of radioactive waste streams associated with decommissioning activities in accordance with federal regulations (e.g., 10 CFR Parts 20 and 50) and the SONGS 1 NRC license<sup>4</sup>.

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<sup>2</sup> Contingency plans will be developed consistent with federal regulations (e.g., 10 CFR 71, 49 CFR 173) and Association of American Railroads Rule 88, including the availability of health physics technicians to secure the area in case of an accident, railroad resources to repair damaged track, and heavy lifting equipment to move containers and to restore movement capability to the train. Federal regulations require that the vessel container be designed so as to preclude the release of radioactive materials.

<sup>3</sup> Such a broad timeframe allows for a one-year planning effort, including Panama Canal shipping negotiations and enough time to plan for fluctuating river levels in South Carolina, the final destination of the reactor vessel.

<sup>4</sup> The applicants were granted a Provisional Operating License from SONGS 1 in March 1967. In September 1991, the NRC issued Amendment 144 converting that license to a Full Term Operating License (FTOL). When SONGS 1 permanently ceased operations, the FTOL were modified into a Possession Only License, becoming effective in March 1993 after fuel was permanently removed from the reactor vessel.

Federal environmental review, pursuant to the National Environmental Policy Act, of the operation and decommissioning of SONGS 1 has been previously performed. In 1973, the Atomic Energy Commission prepared the “Final Environmental Statement (FES) Related to Operation of the San Onofre Nuclear Generating Station Unit 1”. In support of the promulgation of regulations governing decommissioning, the NRC prepared the “Final Generic Environmental Impact Statement (FGEIS) on Decommissioning of Nuclear Facilities” (NUREG-0586) in August 1988. A site-specific Environmental Assessment (EA) was subsequently prepared in 1991 in connection with the conversion of SONGS 1 Provisional Operating License to a Full Term Operation License.

In December 1998, pursuant to federal regulation, the applicants prepared a report for the NRC entitled the “Post Shutdown Decommissioning Activities Report for SONGS Unit 1” (PSDAR). The NRC held a public hearing on this document in the City of San Clemente on February 25, 1999. The PSDAR outlines planned decommissioning activities and schedules, including decontamination and dismantling methods, decommissioning costs (which are reimbursable to the applicants by ratepayers pursuant to California Public Utilities Commission authorization), and potential environmental impacts associated with decommissioning. The environmental review contained in the PSDAR relies substantively on the FGEIS, FES, and EA and principally examines the radiological impacts of decommissioning. It concludes that decommissioning activities would result in no significant adverse environmental impacts because:

1. No site-specific factors pertaining to SONGS 1 would alter the conclusions in the FGEIS.
2. The radiation dose to the public will be minimal.
3. The radiation dose to the decommissioning workers will be a fraction of the operating experience.
4. Decommissioning is not an imminent health or safety problem and will generally have a positive environmental impact.

Additionally, the PSDAR finds that the non-radiological environmental impacts from decommissioning are temporary and are not significant. It states that “The primary environmental effects are short term, and include small increases in noise levels and dust in the immediate vicinity of the site, and truck traffic for hauling equipment and debris.”<sup>5</sup>

The PSDAR finally concludes that SONGS 1 decommissioning will result in “generally positive environmental effects at the SONGS site” because:

1. Radiological sources that create the potential for radiation exposure to site workers and the public will be eliminated.
2. Hazardous materials and chemicals will be removed.
3. The site will be returned to a condition that is consistent with the interests of the lessor, the U.S. Department of Navy.

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<sup>5</sup> According to the applicants, “in the immediate vicinity of the site” refers to areas outside the SONGS 1 project area, but within the entire SONGS site boundaries.



#### **4.2.2 San Diego Regional Water Quality Control Board (RWQCB)**

The San Diego Regional Water Quality Control Board regulates waste discharges into receiving waters in the project area. Non-radioactive liquid waste streams generated by SONGS 1 are currently discharged under an existing industrial National Pollutant Discharge Elimination System (NPDES) permit (CA0001228). This individual permit contains specific numeric effluent limits for all pollutants associated with industrial activities at SONGS 1 and runoff from the site. Stormwater flows are co-mingled with other industrial discharges and monitored for limit exceedances at several stages prior to final discharge through the SONGS 1 outfall.

This five-year permit will expire on February 9, 2000. The applicants have filed a NPDES Renewal Application with the RWQCB and the renewed permit is expected to be issued on February 9, 2000. The renewed permit will include within its scope the non-radioactive waste discharges the applicants expect to generate in connection with the project. These discharges will be sampled prior to co-mingling with other discharges (e.g., cooling water) and treated if the effluent limits contained in the permit are exceeded before being discharged through offshore conduits. For example, water used for dust suppression will be collected and either filtered or treated at the wastewater treatment plant prior to discharge.

The applicants will apply for a separate RWQCB permit for dewatering activities<sup>6</sup> associated with the removal of the building foundations, underground utilities and piping, and diesel fuel underground storage tanks. The permit will be applied for around August 2000 in anticipation of a January 2001 issuance date. All dewatering discharges in the RWQCB's jurisdiction are currently regulated under General Permit #CAG919002 Order #96-41.

#### **4.2.3 San Diego Air Pollution Control District (APCD)**

The San Diego Air Pollution Control District (APCD) has permit authority under the California Clean Air Act (CCAA) over direct emission sources in the project area. The APCD has not established construction activity California Environmental Quality Act emission thresholds and instead rely on district rules to determine whether permit requirements are triggered by construction-related emissions.

Since the proposed project's emission sources will be construction equipment (e.g. portable diesel generators, abrasive blast booths, internal combustion engines) brought on the site temporarily, the APCD will require permits, if necessary, for these individual sources of emissions. The applicants will either obtain or contractually require vendors supplying the equipment to obtain necessary permits from the APCD. Mobile construction equipment (e.g., cranes) utilized in connection with the project may be permit exempt, as determined by the APCD.

#### **4.2.4 County of San Diego Hazardous Materials Management Division (HMMD)**

In July 1995, the County of San Diego HMMD approved a closure plan to drain, clean, and temporarily leave in place two diesel fuel underground storage tanks after SONGS 1 was permanently shut down. As a condition of this closure plan, the applicants will remove both tanks,

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<sup>6</sup> According to the applicants, dewatering involves the removal of groundwater and intruded seawater so that demolition activities can occur in a dry environment.

pursuant to all applicable regulatory requirements, as a part of this project under the supervision of the County HMMD.

## **4.3 Coastal Act Issues**

### **4.3.1 Public Access/Recreation**

Coastal Act Section 30211 states:

*Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.*

Coastal Act Section 30220 states:

*Coastal areas suited for water-oriented recreational activities that cannot be readily provided at inland water areas shall be protected for such uses.*

The nearest public access to coastal waters or recreation areas is at San Onofre State Beach, directly to the north and south of SONGS. Public access to San Onofre State Beach will not be restricted by the proposed project, including during the transport of the reactor vessel. The transport of the reactor vessel from the SONGS 1 site to the Camp Pendleton Oceanside Harbor will not require the closure of any public roadway or freeway and will be scheduled at night, after 10 p.m. when the beach closes during the spring and summer, to avoid any potential conflicts with public access to the San Onofre State Beach. Nonetheless, because of the public sensitivity of transporting the reactor vessel and the perceived impacts recreational users of the state beach may experience, **Special Condition 2** requires the applicants to give the Superintendent of the California Department of Parks and Recreation, Orange Coast District, and the Executive Director of the California Coastal Commission 30 days notice before the vessel is transported.

### **Conclusion – Public Access/Recreation**

Because the proposed project will not affect public access or recreation areas near the project area, the Commission finds that the proposed project is consistent with Coastal Act Sections 30211 and 30220.

### **4.3.2 Marine Resources**

Coastal Act Section 30230 states:

*Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.*

Coastal Act section 30231 states in part:

*The biological productivity and the quality of coastal waters... appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored....*

Coastal Act section 30240 states in part:

*Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.*

#### **4.2.3.1 Environmentally Sensitive Habitat Areas**

The decommissioning project is proposed to take place on land that is currently occupied by SONGS Unit 1, an existing, disturbed industrial site with no on-site biological resources. In addition, no impacts to environmentally sensitive habitat areas near the SONGS site will occur.

The entire SONGS site is situated upcoast and downcoast from the San Onofre State Beach (SOSB) and is bordered on the west by the Pacific Ocean and beach area. According to the Resource Ecologist overseeing the San Onofre State Beach, gnatcatcher coastal sage habitat does exist in the state beach approximately 1.5 miles north of SONGS 1 and 0.5 mile south of the SONGS Units 2 and 3 (Pryor, 1999). The U.S. Fish and Wildlife Service has established a 60 dbA (decibel) threshold or criterion for analyzing noise impacts to the gnatcatcher or when assessing the level of a take of this species (Hays, 2000). Noise levels at or above this threshold are assumed to indirectly affect the reproductive success of songs birds, including the gnatcatcher, increase stress levels, and interfere with predator avoidance, among other impacts (Miller, 2000). Thus, if project-related noise *reached beyond the SONGS site*, which includes Units 1, 2, and 3, the gnatcatcher may be impacted, especially during nesting season (February 1 to July 15).

However, noise generated from project-related activities is not expected to result in any noticeable change in noise levels beyond the entire SONGS site.<sup>7</sup> Demolition of the diesel generator building, proposed to take two months, will involve the use of robotic hammering and is expected to generate the most noise of any demolition technique proposed as part of the project. Robotic hammering will not be used to demolish any other SONGS 1 building. Based on project-related noise decibel figures and analysis provided by the applicants, decibel levels generated from robotic hammering at the diesel generator building will be reduced to levels of human speech at three feet (e.g., 60 dbA) at the western boundary of SONGS 1 (425 feet from the building). The eastern, northern, and southern boundaries of the entire SONGS site are 390, 910 and 3690 feet, respectively, from the diesel generator building. Furthermore, the entire SONGS site is physically sited 50-70 feet below the surrounding geography, providing an additional noise buffer. Thus, because there is adequate distance between the diesel generator building and all SONGS site boundaries, project-related noise will not impact environmental sensitive habitat areas 1.5 and 0.5 miles north and south, respectively, of the SONGS site.

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<sup>7</sup> It should be noted that a railroad line and Interstate Highway 5 lies directly to the east of SONGS and the San Onofre State Beach.

The U.S. Fish and Wildlife Service has previously required that artificial lighting from development be shielded or angled away from gnatcatcher habitat to minimize potential threats such as predation, collision, and decreased breeding success (Miller, 2000). Current lighting requirements for the SONGS 1 site are specified by NRC federal regulations. However, no additional lighting or an increase in lighting intensity is proposed as part of the project. Thus, there is no potential for project-related lighting to adversely impact the nearby environmental sensitive habitat areas.

#### **4.3.2.2 Water Quality**

As stated in 4.2.2 above, non-radioactive liquid waste streams generated by SONGS 1 are currently discharged under an existing industrial National Pollutant Discharge Elimination System (NPDES) permit (#CA0001228). This individual permit contains specific numeric effluent limits for all suspected pollutants associated with industrial activities at SONGS 1 and runoff from the site. Stormwater flows are co-mingled with other industrial discharges and monitored for effluent limit exceedances at several stages prior to final discharge through the SONGS 1 outfall. The applicants are required to report any exceedances to the RWQCB within 24 hours and propose remedies for immediate compliance with the effluent limits.

This five-year individual NPDES permit will expire on February 9, 2000. The applicants have filed a NPDES Renewal Application with the RWQCB and the renewed permit is expected to be issued on February 9, 2000. The renewed permit will include within its scope the non-radioactive waste discharges the applicants expect to generate in connection with the project. These discharges will be sampled prior to co-mingling with other discharges (e.g., cooling water) and treated if the effluent limits contained in the permit are exceeded before being discharged through offshore conduits. For example, water used for dust suppression will be collected and either filtered or treated at the wastewater treatment plant prior to discharge.

A Best Management Practices Plan that specifically assesses the potential for discharges of hazardous waste/material to the ocean through plant site runoff, sludge and waste disposal, spillage or leaks, and drainage from material storage areas, was prepared as a condition to the existing individual, industrial NPDES permit. In addition, training for good housekeeping practices and emergency response is provided to personnel, and regular site inspections are performed. As explained above, wastewater generated during the decommissioning process will be sampled and treated, if necessary, prior to discharge. Stormwater runoff will be collected, co-mingled with other discharges, monitored, and treated when necessary, prior to discharge through the SONGS 1 outfall.

In addition to regulating runoff from SONGS 1 essentially as a point source pollutant under the existing NPDES permit, SONGS 1 is currently covered under a general stormwater NPDES permit for industrial activities. However, because the effluents limits contained in the individual NPDES permit, as described above, are more specific and stringent than the general stormwater NPDES permit, compliance with the former already provides a higher level of protection to receiving waters.

The applicants will apply for a separate RWQCB permit for dewatering activities associated with the removal of the building foundations, underground utilities and piping, and diesel fuel

underground storage tanks. The permit will be applied for around August 2000 in anticipation of a January 2001 issuance date. No decommission activities involving dewatering will proceed until the issuance of this permit. **Special Condition 1** requires the applicants to submit a copy of an approved dewatering permit 30 days after receipt from the RWQCB. All dewatering discharges in the RWQCB's jurisdiction are currently regulated under General Permit #CAG919002 Order #96-41.

### **Conclusion – Marine Resources**

The Commission finds that the proposed project will be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all potentially affected species of marine organisms in conformity with the requirements of Coastal Act Sections 30230 and 30231.

#### **4.3.3 Visual Quality**

Coastal Act Section 30251 states in part:

*The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.*

The proposed project will not significantly impact coastal views and will, in the end, restore and enhance the visual quality of coastal areas in the project area. The most significant visual impact will result from the use of a crane during the demolition of some of the SONGS 1 buildings, including the sphere enclosure building (proposed to be removed in February 2006). However, this crane, visible from all directions, will be used for only three months. The temporary used fuel storage facility, measuring 38 feet high, will not be visible from all off-site locations. More importantly, the proposed project involves the demolition of the sphere enclosure building and all but one structure from the project area, allowing for a substantial restoration of coastal views.

With the exception of sphere enclosure building--which is partially visible from Highway 101 and Interstate 5--current views of the SONGS 1 project area are generally obscured or blocked. Looking south from a bluff north of SONGS, the bluff blocks any view of the project area. From south of the SONGS site, Units 2 and 3 block views of the project area. From the beach looking landward, an existing SONGS seawall blocks most views into the project area.

### **Conclusion –Visual Quality**

Temporary coastal views will be adversely impacted by the presence of a crane for a period of three months. However, the Commission finds that, overall, the proposed project will restore and enhance the visual quality of coastal areas and is consistent with the requirements of Coastal Act section 30251.

### 4.3.3 Air Quality

Coastal Act Section 30253(3) requires that:

*New development shall:*

...

*(3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.*

Since the proposed project's emission sources will be construction or other equipment (e.g. portable diesel generators, abrasive blast booths, internal combustion engines) brought on the project site temporarily, the San Diego County APCD will require permits, if necessary, for these individual sources of emissions. Internal combustion (IC) engines powering, for example, generators and pumps, portable diesel generators, cranes and other construction equipment brought on the SONGS 1 site will either have individual APCD permits, California registration<sup>8</sup>, or be permit exempt (drive engines that power construction equipment are exempted by the APCD).

If vendors are relied on to supply any construction equipment, the applicants will contractually require them to obtain the necessary permits from the APCD. A temporary blast booth may be used as a part of the project, and if required, the applicants will secure an APCD permit. Finally, the applicants will control dust caused by building demolition and ground disturbance by watering and other dust control procedures to remain within fugitive dust and nuisance APCD requirements. **Special Condition 3** requires the applicants to submit a copy of each project-related air quality permit or California registration to the Executive Director of the California Coastal Commission thirty days after receipt from the San Diego County Air Pollution Control District or from vendors/contractors supplying such permitted equipment.

As required by APCD regulations, the applicants have submitted a Notification of Demolition and Renovation for the removal of asbestos coating from the SONGS 1 turbine shell and from other sources in the project area. The APCD will be conducting a routine confirmatory inspection of asbestos removal activities.

### **Conclusion – Air Quality**

The Commission finds that, with the inclusion of the mitigation measures incorporated into the proposed project, the project is consistent with the air quality protection requirements of Coastal Act Section 30253(3).

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<sup>8</sup> Portable equipment can be registered with a local air district or the state Air Resources Board. The registration process imposes emission limits on certain portable equipment (e.g., internal combustion engines, abrasive blast booths) but is considered a more expeditious permitting process.

#### **4.4 The California Environmental Quality Act (CEQA)**

Section 13096 of the Commission's administrative regulations requires Commission approval of CDP applications to be supported by a finding showing the application, as modified by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of the CEQA prohibits approval of a proposed development if there are feasible alternatives or feasible mitigation measures available that would substantially lessen any significant impacts that the activity may have on the environment.

The project as conditioned herein incorporates measures necessary to avoid any significant environmental effects under the Coastal Act, and there are no less environmentally damaging feasible alternatives. Therefore, the Commission finds that the proposed project is consistent with the resource protection policies of the Coastal Act and with the CEQA

### **APPENDIX A STANDARD CONDITIONS**

1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. Compliance. All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent of interpretation of any condition will be resolved by the executive director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the development during construction, subject to 24-hour advance notice.
6. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

## **APPENDIX B**

### **SUBSTANTIVE FILE DOCUMENTS**

#### ***Coastal Development Permit Application Materials***

Application for Coastal Development Permit E-00-1

#### ***Agency Permits and Orders***

Order No. 95-02, NPDES Permit No. CA0001228, Waste Discharge Requirements for the Southern California Edison Company San Onofre Nuclear Generating Station, Unit 1, San Diego County, approved by the California Regional Water Quality Control Board, San Diego Region, February 8, 1988.

Draft Order No. 2000-04, NPDES Permit No. CA0001228, Waste Discharge Requirements for the Southern California Edison Company San Onofre Nuclear Generating Station, Unit 1, San Diego County

Plan Check Corrections and Comments for Underground Storage Tank Facility, approved by the County of San Diego Department of Health Services, May 1995.

#### ***Environmental Documents/Reports***

“Final Environmental Statement Related to the Operation of the San Onofre Nuclear Generating Station Unit 1”, Southern California Edison Company and San Diego Gas and Electric Company, Docket No. 50-206, approved by the U.S. Atomic Energy Commission, October 1973.

“Final Generic Environmental Impact Statement on Decommissioning of Nuclear Facilities-NUREG-0586”, prepared by the U.S. Nuclear Regulatory Commission, August 1988.

“Environmental Assessment by the Office of Nuclear Reactor Regulation Relating to the Conversion of the Provisional Operating License to a Full-Term Operating License”, Southern California Edison Company and San Diego Gas and Electric Company, San Onofre Nuclear Generating Station Unit 1, Docket Number 50-206, approved by the U.S. Nuclear Regulatory Commission September 16, 1991

Post Shutdown Decommissioning Activities Report for San Onofre Nuclear Generating Station Unit 1, submitted to the U.S. Nuclear Regulatory Commission, December 1998

Storm Water Pollution Prevention Plan, submitted to the California Regional Water Quality Control Board, San Diego Region, September 26, 1997

#### ***Lease Documents***

Grant of Easement to Southern California Edison Company and San Diego Gas and Electric Company by United States Department of the Navy, May 12, 1964



***Letter and Electronic Mail***

Letter from H. Gene Hawkins, Southern California Edison Company, to Mary Peters, County of San Diego, July 26, 1995.

Letter from Nino J. Mascolo, Southern California Edison Company, to John Bowers, California Coastal Commission, August 23, 1999.

Letter from Michael M. Hertel, Southern California Edison Company, to Susan Hansch, California Coastal Commission, August 27, 1999.

Letter from Martin W. Ledwitz, Southern California Edison Company, to Dan Speer, San Diego County Air Pollution Control District, November 15, 1999.

Letter from David Kay, Southern California Edison Company, to Arthur L. Coe, California Regional Water Quality Control Board, San Diego Region, November 19, 1999.

Letter from John H. Robertus, California Regional Water Quality Control Board, San Diego Region, to David Kay, Southern California Edison Company, November 22, 1999.

Letter from Daniel Speer, San Diego County Air Pollution Control District, to Martin W. Ledwitz, Southern California Edison Company, November 30, 1999.

Emails from Michael Hertel, Southern California Edison Company, to Dan Chia, California Coastal Commission, November 30, 1999, December 20, 1999, January 6-7, 19-21, 25-27, 2000.

***Other***

Hays, Loren. U.S. Fish and Wildlife Service, Carlsbad District. Personal Communication. January 26, 2000.

Pryor, David. California Department of Parks and Recreation, Orange Coast District. Personal Communication. January 24, 2000.

Miller, Will. U.S. Fish and Wildlife Service, Carlsbad District. Personal Communication. January 26, 2000.

“Control of Radioactive Effluents at a Nuclear Power Plant”, Southern California Edison Company, submitted to the California Coastal Commission, December 16, 1999.

## **APPENDIX C**

### **EXHIBITS**

1. Project Area
2. Project Location
3. SONGS 1 Site Map
4. SONGS 1 Building Locations
5. SONGS 1 Building Demolition Schedule and Duration Table
6. Temporary Used Fuel Storage Site Location Map
7. Picture of Temporary Used Fuel Storage (example)